

SOCIAL AUDIT REPORT FOR KAÇANIK

MONITORED PROJECTS

“CONSTRUCTION AND REGULATION OF PUBLIC AREAS IN KAÇANIK,
BEGRAČE AND KOVAČEC”

“CONSTRUCTION AND REGULATION OF SPORTS FIELDS
IN THE LOCAL COMMUNITIES OF DOGANAJ - SOPONICA DURAJ”





November 2025

This report has been drafted by the DEMOS Project, implemented by Helvetas Swiss Intercooperation Kosovo.

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DEMOS Decentralisation and Municipal Support

The Decentralization and Municipal Support (DEMOS) Project supports 38 municipalities of the Republic of Kosovo in achieving more democratic local governance and better municipal management. Additionally, the DEMOS Project supports the Government of Kosovo in developing policies that are more favorable for rule-based municipal financing. The project is co-financed by the European Union in Kosovo, the Swiss Government, and the Swedish Government and is implemented by Helvetas Swiss Intercooperation Kosovo. DEMOS support for Kosovos municipalities is part of the Municipal Performance Grant, which ensures support for well-performing municipalities.

A special focus of the Project is also the support for the central government where DEMOS focuses on providing assistance in building policies for a more favorable framework for decentralized governance. According to the first component of the Project, DEMOS III aims to open data for broader public review of municipal performance and to initiate Social Audits “to monitor the impact of Municipal Performance Grant (MPG) projects ODD citizens” The DEMOS project has also supported the development of activities involving citizens in decision-making, including Social Audit Teams that have overseen the implementation of projects financed by the Performance Grant.

BIRN Kosovo is an independent, non-governmental organization whose goals are to inform citizens, and contribute to the democratic transition process in the country, promote accountability, the rule of law, and policy reform. BIRN Kosovo specifically aims to serve as an oversight mechanism for public institutions by monitoring the work of governing and public institutions. In addition, through the production of high-quality and impartial televised debates and training young people on argumentation and debating skills, BIRN aims to promote and encourage a culture of debate in Kosovo. BIRN vision is to secure its position as the leading investigative reporting organization in Kosovo, addressing the need for objective, high-quality, and sustainable reporting on the country's many challenges. BIRN Kosovo, in partnership with Democracy Plus, was commissioned by DEMOS to facilitate the Social Auditing process in 16 selected projects, in six municipalities - Drenas, Kaçanik, Dragash, Istog, Mamushë and Lipjan.

Democracy Plus (D+) is an independent, non-profit organization established in March 2016. D+ is committed to building a democratic society by increasing citizen participation in political processes, enhancing accountability, and influencing decision-making processes. D+ seeks to integrate information technology into all their efforts to promote the use of the Internet, which plays a vital role in democratizing societies. D+ aims to contribute to the creation of good governance practices by public institutions at both central and local levels, strengthen the rule of law, advance political parties, and support free and fair electoral processes. D+ undertakes initiatives aimed at bringing decision-makers closer to citizens through policy research, facilitation of dialogue or communication, and public education.

Handikos Kaçanik is a decentralized NGO operating independently from Handikos since 2016. The organization has around 400 members and represents and supports persons with disabilities. It advocates and lobbies for equal rights, an independent life, and dignity for all.

Handikos Kaçanik offers support to persons with disabilities (PWDs). At the core of its mission remains advocacy and lobbying for the development of favorable legal and policy framework, as well as monitoring the implementation of relevant legislation in our municipality.

Handikos Kaçanik maintains a strategic partnership with Handikos Kosova, of which it is a member. Over the years of its activity, the organization has succeeded in building sustainable partnerships with several international organizations in two main directions: strengthening its own capacities to provide direct assistance to persons with disabilities and implementing projects aimed at advocacy and achieving our broader objectives.



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EXECUTIVE SUMMARY

In line with the predefined methodology, NGOs facilitated the establishment of the “Social Audit” team in the Municipality of Kaçanik. Within three months, the team was engaged in overseeing two investment projects with a total value of around 502 thousand Euros, including the construction and renovation of public spaces in Kaçanik, Begracë and Kovaçec, and the construction and renovation of sports fields in the local communities of Doganaj-Soponicë and Duraj.

The Social Audit Team worked in separate groups for onsite monitoring and, after the completion of the projects analyses, conducted joint consultations to identify general and project-specific findings. The monitoring process identified a series of key issues related to transparency, quality of works, and compliance with project timelines. Specific recommendations were drawn for the municipality to improve the processes of managing and monitoring public projects, on the basis of these findings.

The Municipality of Kaçanik is one of the beneficiaries of the Municipal Performance Grant. To enhance the quality of projects financed through this grant, a group of civil society activists from Kaçanik, supported by the DEMOS Project and MLGA, launched in August 2025 a civic initiative to oversee the implementation of public projects.

Social Audit in Kosovo is applied by the DEMOS project through the facilitation of civil society organizations since 2022 and has been further developed during 2023–2025. With the support of DEMOS and MLGA, 35 groups have been established with more than 700 active citizens. With over 700 members engaged over the years, the Social Audit teams have provided more than 200 concrete recommendations for improving local governance and increasing institutional transparency.

Throughout 2025, BIRN and D+, together with six local organizations — HANDIKOS Istog, HANDIKOS Kaçanik, HANDIKOS Drenas, NGO Avoko, YAHR, and MAMUŞA EMEKÇİ KADINLAR DERNEĞİ — and with the support of DEMOS, established six Social Audit teams in the municipalities of Dragash, Drenas, Lipjan, Mamushë, Kaçanik, and Istog. These teams monitored 16 projects in the beneficiary municipalities and were trained through specialized sessions on the fundamentals of Social Audit, financial management, and strategic communication.

In Kaçanik, following a research and community consultations, more than 20 citizens were invited to join the Social Audit Team.

At the start of the Social Audit process, a training program was developed that included lectures and practical advice in the field, including establishing contacts with the municipality, signing a memorandum with the municipality, and requests for access to public documents.

Within two months, the team, in various compositions, conducted over 15 field visits and over 10 official meetings with municipal representatives regarding the implementation of the project. During this process, the team developed concrete recommendations, shared with the municipality, which the Municipality of Kaçanik committed to implementing.

This process demonstrates the importance of citizen engagement in enhancing transparency, improving the management of public projects, and strengthening local organizations in municipal governance.

FINDINGS OF SOCIAL AUDIT TEAMS THROUGHOUT THE PROCESS



The Municipality of Kaçanik failed to fully implement the standards defined by the Administrative Guideline on Open Administration in the process of organizing budget hearings.



In the areas where the works were carried out, there were no clear instructions on the works and details of the project, as required by the MLGA's transparency guidelines.



Despite that the projects directly affect the community, investment projects were not discussed publicly with citizens during the planning phase, and the municipality does not possess records of such consultations.



The municipality failed to take measures to secure the worksites where construction was underway.



Projects were not suitable for persons with disabilities.



Investments have damaged public infrastructure during the implementation of the works.



Areas where investments have been made are not marked with warning signs to prevent traffic accidents.



Specific Findings in the Project “Construction and regulation of public areas in Kaçanik, Begracë and Kovaçec”



This project was a request from citizens, but information about the project’s details is lacking in the site.



The worksite is unsafe and the project has damaged public infrastructure.



The project does not plan to provide access for people with disabilities.



The space designated for the park is insufficient for the community.



Specific Findings in the Project “Construction and regulation of sports fields in the local communities of Doganaj - Soponica Duraj”



The project is partially accessible to people with disabilities.



In some areas the works are of poor quality.



The project includes no landslide protection plan.



THE ENVIRONMENT IN WHICH THE SOCIAL AUDIT PROCESS TAKES PLACE

With a population of 27,775 inhabitants, the Municipality of Kaçanik ranks among the municipalities with a moderate size in the territory of Kosovo.

Results of the REKOS2024 census of the Kosovo Agency of Statistics (KAS)¹, indicate that Kaçanik is closest to Deçan, followed by the Municipality of Dragash.

The Municipality of Kaçanik has a total budget of 12,592,238 Euros.² Of this amount, 3,473,583 Euros are earmarked for capital projects, representing 27.58% of the total budget.

Thanks to good management and the results achieved, the Municipality of Kaçanik was selected among the beneficiaries of the Municipal Performance Grant. Through this grant, supported by the DEMOS and MLGA, Kaçanik received around 502,000 Euros for investment in two projects.

Municipality of Kaçanik decided to invest these funds to the project “Construction and improvement of public spaces in Kaçanik, Bëgracë and Kovaçec”, and the Construction and improvement of sports fields in the local communities of Doganaj - Saponice Duraj.

The call for this project was announced on 07.07.2025. The Contracting Authority recommended the economic operator “Rema Company LLC”, whose total bid was 241,111.11 Euros. The procurement process was completed with the signing of the contract.

This project includes the construction and improvement of public spaces and road infrastructure in Kaçanik, Bëgracë and Kovaçec. It covers the building of recreational parks with children’s playgrounds, planting of ornamental trees, installation of LED public lighting, and various groundwork activities such as excavation, asphalt paving and construction of drainage systems. The project also includes the construction of a connecting road in Bëgracë and two parking lots in the village of Kovaçec.

Municipality chose as the second project “Construction and improvement of sports fields in the local communities of Doganaj– Saponice Duraj”. The public call for this contract was issued on 16.06.2025, and the contract was signed on 01.08.2025 with the economic operator NNP “ATC COM” LLC for a total value of 260,885.45 Euros.

Through the review of documentation and on-site monitoring visits, the Social Audit team identified issues across all phases of both projects — from planning and contracting to practical implementation. These include potential delays, insufficient quality, and the need for additional investments.

¹ Kosovo Agency of Statistics, [KAS]_Census 2024. <https://askapi.rks-gov.net/Custom/b45ea5db-09d5-4c97-9258-9d262cd8216f.pdf>

² Law No. 08/L-260, Law on Budget Allocations for the Budget of the Republic of Kosovo for 2025. <https://qzk.rks-gov.net/ActDetail.aspx?ActID=99639>

CHAPTER I

COMMON FINDINGS IN BOTH PROJECTS



Findings in the organization of budget hearings

In 2023, the Ministry of Local Government Administration, with the support of the DEMOS Project, redefined the legal framework under which municipalities conduct citizen consultation processes. The Administrative Instruction on Open Administration in Municipalities outlines advanced standards for municipalities in organizing public consultations and disclosing public data.

Based on this instruction, municipalities hold meetings with citizens with the aim of ensuring wider inclusion in decision-making. According to the principles, the Municipality consults citizens through:

- Public meetings;
- Public consultations for projects, normative acts, and policy documents
- Consultative meetings with citizens;
- Budget hearings.

During the training program, the Social Audit Team was informed about the obligations of municipalities regarding the public consultation process. Based on these principles, the team examined whether the applied the minimum standards of the Administrative Instruction on Open Administration.

The Social Audit team reviewed citizens' inclusion in public consultations of the Municipality of Kaçanik, taking into account gender participation, the incorporation of citizens' requests into the budget, opportunities for engagement, transparency, and the online publication of materials in line with established standards.

Additionally, it evaluated whether the projects "Construction and Improvement of Sports Fields in Doganaj–Soponicë and Duraj" and "Construction and Improvement of Public Spaces in Kaçanik, Begracë, and Kovaçec" originated from citizen requests, and whether the municipality held follow-up meetings after project approval to discuss citizens' suggestions and recommendations. Written responses were also requested from the municipality on these matters.

On its official website, the Municipality of Kaçanik published materials from budget hearings. The Social Audit team found that the number of participants overall was low, particularly for women. Furthermore, the municipality is encouraged to find ways to invite and include representatives from non-governmental organizations focused on protecting the rights of persons with disabilities in such meetings.

According to the report, 30 citizens, 15 of whom women, participated in the budget consultation meetings with citizens for MTEB; 14 (5 women) participated in the budget consultations for education. The municipality also organized budget hearings with NGOs and sports clubs, with 18 participants attending, of which 13 were women and 5 men. The municipality also held meetings for budget discussions with the youth of this municipality. 16 young people participated, 4 of them girls.

The municipality also discussed the budget with businesses and farmers. In the business meeting, 17 people participated, 14 of whom women; in the farmers' meeting, of 19 people, 4 were women and 15 men.³

³ Report on public consultations_22.08.2025: <https://kacanik.rks-gov.net/wp-content/uploads/2025/09/New-Public-Consultation-Report.pdf>

The minutes and the report of the hearings seem to have been drafted in accordance with the rules; however, their content needs to be improved. Data from the minutes and final reports showed instances where the content was incomplete: citizens' requests were noted briefly, and justifications for accepting or rejecting those requests were brief.

The team found that on average 9 persons presented requests, and 5-6 persons were active. However, there were cases where online requests were also received. This indicates a low level of active participation in the request submission process.

The team recommends increasing awareness and promotion of various methods for submitting requests, including online, to facilitate citizen engagement and ensure

more requests are considered. Additionally, measures could be taken to encourage participants' involvement during meetings or public consultations.

Another element highlighted by the team during the public discussions is the individualization of requests. From the analyzed minutes, the team noted that group requests were often attributed to only one citizen, which undermines the legitimacy of the request.

The Social Audit team observed that, beyond the legally mandated forms of budget consultations, the Mayor of Kaçanik receives citizens daily in his office—particularly village and neighborhood administrators—with whom he discusses their requests and needs.



Findings on the Discussion of Investment Projects

Article 17 of the Administrative Instruction on Open Administration in Municipalities promotes the standard that capital investment projects must be discussed with the community during the early stages of planning. According to this standard, project designers and municipalities should discuss projects with citizens prior to implementation, ensuring that projects are comprehensive and well-understood by the entire community.

Based on this standard, before launching the procurement process and during project design, municipalities are expected to organize meetings with citizens to showcase the project, the available budget, and its anticipated impact on the local community.

The Social Audit Team in Kaçanik found that no formal meetings with the community were held for the projects implemented in Kaçanik. As a result, the projects required corrective interventions during and after their implementation.

The team concluded that for the projects implemented in the municipality, no formal consultative meetings with the community were conducted prior to the start of the works. The absence of such a consultation process meant that the projects did not accurately reflect the real needs and priorities of the residents. Consequently, corrective changes had to be made both during implementation and after the works were completed.

This is also supported by the statement of the contract manager, Rufat Muqa, during the meeting on 21 October 2025, where he explained that the project in the village of Begracë needs to be modified due to residents' requests:

"We had a road planned in the middle; we want to remove it completely, in coordination with the administrator, because now two other requests have emerged. The road planned in the middle, to be removed entirely."⁴

⁴ Meeting with the Contract Managers, Rufat Muqa_21.10.2025

Similar situations are occurring in the other project for sports fields, where similar changes are being made during the implementation phase. These situations clearly show that the lack of prior community consultations before project drafting resulted in inadequate design solutions, forcing the municipality to return to approved projects and revise them on an ad-hoc basis.

For all these reasons, the Social Audit Team concludes that organizing regular and formalized meetings with the community is essential to ensure that projects are planned accurately, implemented without delays, and do not require unnecessary interventions during or after implementation.

Neni 17 *Format përfshirjes së qytetarëve në vendimmarrje*

1. Komuna duhet të siguroj përfshirjen e qytetarëve në konsultime dhe vendimmarrje duke përdorur por duke mos u kufizuar në mbajtjen e:

1.1 Takimeve publike;

1.2 Konsultim publik për projekt aktet normative dhe dokumente të politikave;

1.3 Takime konsultative me qytetarë;

1.4 Dëgjime buxhetore.

2. Trajtimin e kërkesave peticioneve dhe kërkesave individuale e grupeve të qytetarëve.

3. Me qëllim të marrjes së pikëpamjeve të qytetarëve në procesin vendimarrës, komuna siguron zbatimin e standardeve minimale të konsultimit publik të përcaktuara në këtë udhëzim Administrativ.

4. Me qëllim të dokumentimit të mbajtjes së takimeve, konsultimeve publike, dëgjimeve buxhetore dhe takimeve tjera, komuna siguron ftesat, materialet, sigurimin e kushteve, mbajtjen e procesverbalit dhe hartimin e raportit nga takimet dhe aktivitetet e përfshirjes së qytetarëve në diskutime dhe konsultime publike, gjatë hartimit të akteve dhe dokumenteve lokale.

5. Ueb faqja e komunës dhe platforma qeveritare për konsultime publike do përdoren si platforma për realizimin e qëllimeve të këtij neni.

6. Zyra për Komunikim me Publikun, është përgjegjëse për njoftimin e qytetarëve për vendin, datën, kohën vendin, rendin e ditës, se kur do të mbahen takimet, degjimet buxhetore, konsultimet publike dhe takime tjera shitesë.



Findings on Fulfilling the Obligation to Inform Citizens

The Administrative Instruction on Open Administration requires municipalities to provide citizens with sufficient information on all investment projects. Under these principles, municipalities must publish contracts and investment project documents on their official websites to ensure citizens have access.

During monitoring, the team noticed that contracts were published in E-procurement, along with some other data. However, municipality's public transparency regarding concrete projects is limited, as executive projects and key documents, such as the contract manager's report and invoices for completed work, have not been published.

The Law on Public Procurement establishes transparency as a fundamental principle, requiring contracting authorities to publish key procurement documents, and to provide access to contract-execution documents upon request. This includes plans, specifications, and documents related to contract management, provided these do not contain information classified as trade secrets. In this context, the contract-management plan and monitoring documentation are legally accessible documents.

Contract manager reports, performance assessments, and operational execution documents are not published automatically, but may be provided to citizens upon formal

request, in line with the Law on Access to Public Documents. The same applies to invoices and payments: although they are not regularly published on the procurement platform, they form part of the contract-execution documents that can be requested unless they contain protected information.

Therefore, the Social Audit Team recommends that the municipality enhance transparency by proactively publishing executive project documents such as:

project designs, technical specifications, management reports, and key payment information. In practice, several contracting authorities in Kosovo already do this — publishing executive designs and technical documentation — which has resulted in increased accountability and public trust. Adopting this approach would be a good practice for the municipality as it significantly increases transparency and reduces opportunities for misinterpretation or suspicion during contract implementation.

For every project, the municipality must place an informational board at the procurement activity site, indicating the project name, the investor, the implementing company, and the project duration. To enhance transparency, the municipality must also include the full name and contact details of the project manager, supervisor, or supervising company.

In this context, the team also assessed transparency at the physical project sites. According to the Administrative Instruction, the municipality must place an informational board at every worksite, clearly stating the investor and identifying the person responsible for supervising the contract.

The team found that such data is missing from the road project, as the municipality has not placed information boards or notices, as required by the Administrative Instruction for Open Administration in Municipalities.



Findings on Worksite Safety

The Social Audit Team in Kaçanik, during its field visits, found that the Municipality has not required companies to implement occupational health and safety rules.

In the areas where road works were carried out, no warning signs or signage were placed for the ongoing works, while the construction site in the park was not fenced according to standards.

This finding is particularly significant because the law obliges companies and responsible authorities to take safety measures at worksites, ensuring that they are fenced, marked, and provide clear instructions for citizens and workers about risks. Failure to comply with this legal obligation significantly increases the risk of accidents and physical injuries.

The Law on Occupational Safety and Health requires employers and responsible authorities to take measures to ensure the workplace is safe and workers protected from risks. The law sets out the employer's responsibility to identify and assess risks, create safe working conditions, provide worker training, and issue instructions on the use of equipment and machinery. It also requires employers to appoint trained personnel for workplace safety and health, who monitor and implement preventive measures, including documenting risks and the measures taken to mitigate them.

Specific details regarding the placement of warning signs and fencing around danger areas are not included directly in the law, but are defined in secondary legislation. For the construction and renovation project of the park in Kovacec, safety is also mentioned in the technical description of the project - "Before

starting work, the contractor must provide a safety plan for workers and a plan for securing the facility up to 10m.” “Signs must also be placed to warn passers-by on the danger of moving around the facility.”

This is also a position in the project’s preliminary estimate and preliminary calculation.

The absence of safety measures at public worksites presents a serious risk to citizens and workers. Unprotected and unmarked areas can cause accidents, falls, physical injuries (including property damage), and pose legal and financial liabilities for the municipality. They also damage the institution’s reputation for failing to uphold basic safety and protection standards.



Projects Are Not Accessible for Persons with Disabilities

During field monitoring, the Social Audit Teams placed particular emphasis on evaluating accessibility for persons with disabilities in investment projects. In both projects — the park and the sports fields — the teams identified systematic problems regarding the implementation of accessibility standards.

In the project for constructing and improving public spaces and the park, the team found no evidence that the municipality planned to reserve parking spaces for persons with disabilities or to make the area accessible for visually impaired persons through tactile paving. Furthermore, it was observed that there were no plans to make the playground family-friendly and accessible for wheelchair users.

After discussing the issue and submitting recommendations, the Municipality of Kaçanik committed to installing chairs for

persons with disabilities in the area, as well as playground equipment suitable for children with disabilities. Accessibility issues were also identified in the sports field project. The team observed that the sidewalks were not constructed according to standards needed for visually impaired persons, and the road leading to the sports field was not accessible for persons with disabilities. In the vicinity of the area, there were no parking spaces for persons with disabilities, and the sports fields has no designated seating for persons with disabilities. During meetings with municipal representatives, the team received assurances that the municipality would intervene by adding an accessible path and seating for persons with disabilities. During field visits, the Social Audit Team confirmed that the Municipality had created a new and more suitable access route for persons with disabilities.



Areas Are Not Secured Against Soil Erosion or Landslides

During the field visits, the team observed that both projects were carried out in sloped areas where soil erosion had occurred. In the parking and park area, several sections had collapsed and the asphalt was damaged as a result of the

works. A risk of soil collapse was also identified in the sports fields project. Planning for slope and soil-stability safety is essential to ensure the safety of ongoing works.



Lack of planned maintenance

The team found that the municipality has not assigned dedicated staff for the maintenance of its two main projects — the park and the sports fields. Maintenance is a critical element for ensuring long-term functionality and for safeguarding public investments.

Projects that are not properly maintained are at risk of damage from various factors, including theft, misuse, weather conditions, and natural material degradation. The absence of maintenance not only reduces the lifespan of projects but also limits their use by citizens and undermines community trust in public investments.

Regular maintenance ensures that infrastructure remains functional, safe, and accessible for all users. It also optimizes resources, as timely minor repairs prevent higher future costs for major repairs or reconstruction. Moreover, maintenance is an important component of transparent and responsible management of public investments.

Regarding contractual obligations, the warranty period is 365 days or 365+30 days, valued at 10% of the contract amount. However, the team did not receive any response regarding long-term maintenance planning.

KAPITULLI II

SPECIFIC FINDINGS ON THE PROJECT “CONSTRUCTION AND REGULATION OF PUBLIC AREAS IN KAÇANIK, BEGRACË AND KOVAÇEC”



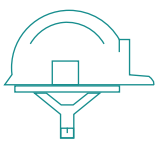
Lack of an Information Board at the Worksite

During the field visit, the Social Audit Team found that the information board was not placed at the project site. The board should include key project details such as the project name, investor, and contractor. Its absence limits public and stakeholder access to clear and accurate information about the project, reducing transparency in work processes and the management of responsibilities.

The informational board is an important tool for the public and oversight bodies, as it ensures that basic project information is accessible to everyone — including details

about the investor, contractor, project duration, and purpose. This enhances transparency and strengthens community trust in project implementation and facilitates monitoring by relevant authorities.

The contract manager is advised to install the informational board in a visible location at the worksite. This will ensure public access to information, increase transparency, and reinforce accountability and oversight during project implementation.



Lack of safety measures at the worksite

The Social Audit Team observed that the worksite was not fenced, creating a potential risk for workers and nearby residents. The absence of fencing resulted from inadequate planning and insufficient budget allocation in the contract, where fencing was listed only symbolically with a cost of 1 euro.

The contract manager, Rufat Muqa, argued that works are carried out strictly according to the contract and that safety provisions are not detailed within the contract parameters.

However, workplace safety is an essential requirement that goes beyond contractual limitations, as protecting the lives and health of workers and citizens is a legal and professional obligation.

Therefore, fencing the worksite is both reasonable and necessary—not only to fulfill the contractual expectations but also to ensure physical safety, prevent accidents, and uphold required work and monitoring standards.



Lack of Accessibility Planning

The team found that the projects were not standardized to meet the minimum needs of marginalized groups, including persons with disabilities. The main issue was inadequate planning: the project design specifications did not clearly require the projects to be accessible or inclusive for these groups. This shows that the core problem lies in project planning, and improving this aspect is essential for ensuring transparency, participation, and equal benefit for all.

The team found that in the public space improvement project, tactile paving for visually impaired persons was not included, nor were reserved parking spaces for persons with disabilities. The team recommends that these elements be incorporated in future projects to ensure that public spaces are accessible and safe for all users.

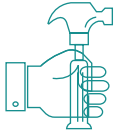
One of the key issues raised by the Social Audit Team was accessibility for persons with disabilities. Among the concerns was the entrance leading to the sports fields, which was unsuitable for wheelchair users and parents with strollers. The team requested the creation of a more appropriate entrance.

The municipality addressed this recommendation by creating a new access path, which is confirmed in the official response from the Municipality of Kaçanik:

“Access to the sports fields and recreational area for persons with disabilities is easy and in accordance with the relevant standards. Based on the requests that resulted from the Social Audit, an additional entrance has been created.”⁵



⁵ Municipality of Kaçanik_written response_14.11.2025



Deficiencies Identified During Construction Works

The Social Audit Team found that reinforcement bars had been placed directly on the soil surface, without a prepared base for concreting. This situation presents several critical risks: the reinforcement is exposed to mechanical damage and moisture, increasing the likelihood of corrosion or deformation. In addition, the lack of a stabilized base can hinder safe and durable concreting, undermining the structural stability of the works.

The team concludes that this situation highlights the need to adhere to technical standards when placing reinforcement materials, including preparing a proper base and storing materials in safe conditions until the concreting phase. Implementing these measures would reduce the risk of damage, improve the quality of construction works, and ensure the concreting is performed safely and sustainably.

During field inspections, the team observed that reinforcement bars were placed directly on the ground without a prepared base, increasing the risk of material damage and preventing secure, durable concreting. The contract manager, Rufat Muqa, confirmed this finding and stated that he intervened by adding a gravel base before works continued.

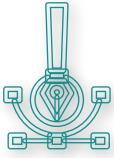
This situation demonstrates the need for better planning and stricter control of ground preparation before installing critical materials.

Local residents and field observations also indicated that the soil in this area is unstable. The team concluded that a soil-slippage test is needed to identify high-risk zones and to prevent accidents during construction. This test is essential for ensuring structural stability and for planning necessary protective measures.

The road next to the worksite is used frequently by pedestrians and vehicles. The team noted the absence of appropriate road signage, needed to prevent pedestrians and vehicles from falling or entering the construction zone. Installing proper signage is a critical safety measure to protect lives and property during the works.

These issues indicate the need for improved terrain management and better safety conditions, including preparing base layers, assessing soil stability, and installing protective signage. Such measures are essential to ensure the safety of workers, local residents, and vehicles circulating in the area.





Need for Planning Safety Signs

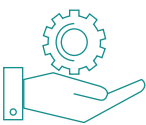
During the assessment of the road area, the Social Audit Team identified a lack of adequate safety measures for road users. Specifically:

White textured or rumble strips: The team considers it necessary to install textured markings that create vibration, prompting drivers to reduce speed and increasing safety for pedestrians and vehicles.

Pedestrian crossing: Building a safe pedestrian crossing is essential for preventing accidents and ensuring controlled movement across the road.

Warning signs and road signage: The area lacks adequate signage. The team identified the need to test the slope of the terrain and install appropriate signs to adjust vehicle speed and warn drivers about risks. Warning signage is essential for reducing accident risks.

Proposed Measures: Rumble strips, a pedestrian crossing, and proper signage are necessary to increase safety in the area and prevent potential accidents involving pedestrians and vehicles.



Need for Re-purposing the Project

During the Social Audit process, the team considered it necessary to propose that the municipality repurposes the middle parking level as a children's play area, while retaining the third level as parking. However, the Contract Manager, Rufat Muqa, considered this unfeasible, arguing that changing the space's purpose does not align with the actual needs of the community and the nearby mosque. The current parking capacity must meet the demands of the surrounding two neighborhoods and the number of vehicles circulating in the area.

As an alternative solution, Manager Muqa suggested adapting a portion of the middle parking level with asphalt instead of cobblestones and installing a basketball/sports hoop, allowing the space to be used for recreation without compromising the primary function of the parking area.

The team concludes that a solution is needed that combines parking functionality with space for recreational and sports activities, taking into account the real needs of the community. Paving asphalt and basket hoop may be a sustainable alternative that maximizes space utilization without altering the project's primary purpose.

CHAPTER III

SPECIFIC FINDINGS ON THE PROJECT “CONSTRUCTION AND REGULATION OF SPORTS FIELDS IN THE LOCAL COMMUNITIES OF DOGANAJ - SOPONICA, DURAJ”



Findings in planning the height above the gate

During the field visit, the Social Audit Team observed that although the fence behind the gate is 4 meters high, it is considered too low and may not provide sufficient protection for the safety of users. Accordingly, the team recommended assessing the possibility of increasing the height of the fence to improve both functionality and safety.

The contract manager, Valmir Krasniqi, expressed skepticism regarding immediate changes, arguing that at the current stage of the works it is unclear whether modifications can be carried out. He also highlighted the lack of necessary profiles in other areas and the additional work carried out by Duraj, which has affected the limits of materials, resulting in the absence of a part of the fence.

The main issue remains the current height of the fencing and the material limitations restricting immediate intervention. The team notes the need to re-examine the possibility of increasing the height of the fencing in later stages to ensure its safety and effectiveness.

Municipality of Kaçanik stated that the project management team for the “Construction and regulation of Sports Fields in the Local Communities Doganaj–Soponicë and Duraj” has reviewed all possibilities to address the concerns raised during the Social Audit and to incorporate them during project implementation where possible.

Regarding the height of the fences behind the gate, the Municipality explained that it is currently impossible to make changes: “We inform you that we are only the management team of this contract, which has a pre-existing design and bill of quantities already contracted, and as such it cannot be altered. Concerning the finding that the nets above the gate should be higher, at the current stage it is impossible to make changes because the nets have been installed strictly according to the project and the bill of quantities. This observation may be taken into consideration in the future and implemented through another contract, where the nets can be extended through welding.”⁶

The team recommends that the option of installing higher fencing be considered and applied during the construction of the sports field in Duraj, which is part of the same contract and is still in the implementation phase. This recommendation is directed to both the contracting authority and the contractor as work continues.

The project foresees the construction of the sports field in the village of Duraj, including preparatory works, excavation, and creation of the sub-base.

The works include soil removal, installation of geotextile, layers of aggregate and sand, and all technical foundation layers required for the football field, volleyball field, walking areas, and other accompanying spaces. This phase also includes concrete works, reinforcement, and

⁶ Municipality of Kacanik_written response_14.11.2025

construction of boundary walls and tribunes.

The central component of the project includes the installation of professional artificial turf, placing concrete cobblestones, asphalt works, markings, and sports equipment such as goalposts and nets. The project also includes the construction of the full perimeter fence using galvanized structures and Paladin panels. Parallel to this, the drainage system is constructed, including channels, concrete manholes, PE SN8 pipelines, and a discharge outlet into the Lepenc River, ensuring the proper hydraulic functioning of the field.

Lighting is another critical component, including the installation of cable channels, pipes, main cables, grounding systems, distribution boxes, nine 10-meter lighting poles with 300W LED reflectors, and six park poles with 22W LED lamps. The project is completed with the arrangement of green areas, planting of decorative trees, and installation of benches and waste bins, creating a complete

recreational and sports environment for the community. 142,324.65 Euros was the contracted value only for the construction of the sports field in Duraj.

During the Social Audit monitoring phase, only earthworks had been completed in the village of Duraj. According to the documents provided by the Contract Manager, the value of works completed at that stage was 22,762 Euros.

Meanwhile, at the Doganaj–Soponicë sports field, the value of completed works reached 110,950.40 Euros, including preparatory and earthworks, asphalt, cobblestones, curbstones, layers, and markings. This also covered sports equipment, concrete and reinforcement, perimeter fencing, and lighting installations.

According to the second situation report submitted by the Contract Manager, the value of completed works reached 65,049 Euros in Duraj, while works in Doganaj had reached 111,150.80 Euros.



Conclusion on the Use of Eco-Friendly Granulate

Granulate is a material used to fill sports surfaces, typically made from rubber fragments or other elastic materials, providing players with a soft and shock-absorbing surface. It helps reduce impact, prevents injuries, and ensures a stable and year-round usable playing field.

During the Social Audit process, the team found that it is essential for the granulate used on the field to be environmentally friendly, to ensure user safety, protect their health, and comply with environmental standards. Eco-friendly granulate avoids harmful substances, reduces negative environmental impact, and ensures the long-term durability and usability of the sports surface.

In the meeting with the team members, the project manager committed to using eco-friendly granulate during the field's construction, ensuring compliance with environmental requirements and user safety standards.

Using eco-friendly granulate is crucial to protecting user health, preserving the environment, and guaranteeing that the sports surface remains stable and safe over time.

During the Social Audit Team's field visit, the granulate had not yet been installed, as the visit took place prior to this stage of implementation. The team therefore recommended that the granulate be eco-friendly and installed as planned in the project.

In later phases, the Social Audit Team confirmed that eco-friendly granulate had indeed been installed on the sports fields. This was also verified in writing by the Contract Manager, Valmir Krasniqi: "The granulate used during project implementation is eco-friendly, in accordance with the project specifications. During your field visit, it had not yet been installed, but it has now been placed on the sports fields."⁷

⁷ Municipality of Kacanik_written response_14.11.2025



Damaged Cobblestones to be Replaced Before Technical Acceptance

During the field visit, the team found that several cobblestones and curbstones had been damaged, particularly around the areas where lighting poles were installed. These damages occurred during construction activities, reducing the quality and functionality of the finished surface.

Contract Manager, Valmir Krasniqi, confirmed this finding and stated that the issue would be addressed before the technical acceptance of the project: “We have reviewed the recommendations you sent.

There has not been a technical acceptance yet; the cobblestones are damaged here and there. Before technical acceptance, a final inspection will be conducted, and any defects will be replaced.” These damages highlight the need for corrective action to repair or replace the damaged cobblestones. Ensuring that the cobblestones are intact and fully functional is essential for the project’s final acceptance and for guaranteeing its long-term quality and durability.

According to the Municipality of Kaçanik, the project complies with all required standards and all cobblestones damaged during construction have been replaced.⁸



Finding on Field Lighting

During the monitoring period, the Social Audit Team identified the need for installing double-headed lighting poles on the field to ensure illumination not only of the playing surface but also of the surrounding road. Discussions within the team indicated that some lighting fixtures could be improved by installing lights on both sides of the pole, thereby enhancing user safety and supporting the safe movement of both pedestrians and vehicles.

This recommendation has been partially addressed: the municipality has installed such lighting on one segment of the road, yet full and uniform lighting coverage across the remaining areas is still needed.

Installing double-headed lighting poles is necessary to ensure adequate illumination of the entire area and to improve user safety, including for pedestrians and vehicles.

The municipality has committed to completing the remaining lighting works through additional contracts: “The sports field lighting has been implemented according to the project, whereas the road lighting will be completed by the municipality through other contracts that cover this field of work.”

⁸ Municipality of Kacanik_written response_14.11.2025

CONCLUSIONS/RECOMMENDATIONS

In the final phase of the project, the Social Audit Team in Kaçanik reached several key conclusions.

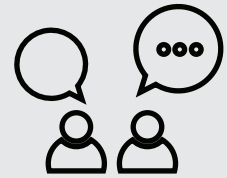
Recommendations on Citizen Engagement



- It is recommended that the Municipality implement projects financed through the Municipal Performance Grant on time, especially those funded by MLGA, in order to avoid the risk of losing funds. During monitoring, it was noted that in the project for the construction of public spaces in Kovaçec, Begracë and Kaçanik, priority was given to works in the villages, while works in the town have not yet started.
- The Municipality must ensure community involvement from the early planning stages through discussions on proposed projects.
- The team recommends that in the future the Municipality of Kaçanik publish project documentation in detailed form, and make transparent all documents related to contract management, including invoices paid, works completed, contract changes, and justifications for those changes.
- The Municipality to fully implement the transparency rules for public projects as promoted under the Administrative Instruction on Open Administration.



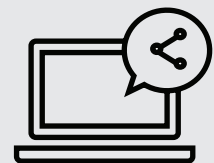
Recommendations for the Project Planning Process



- Future projects should ensure early planning of accessibility for persons with disabilities, in accordance with required standards.
- Project planning should be carried out in a timely manner to avoid delays in implementation.
- Projects should be thoroughly discussed and analyzed to guarantee long-term sustainability and minimize the need for corrective interventions.
- Misplanning and poor planning in the bill of quantities and cost estimates must be avoided. The bill of quantities should be harmonized with the project design to prevent implementation issues.

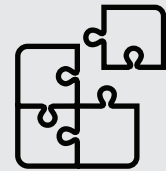


Recommendations for Project Supervision



- In future projects, the Municipality should install informational boards at all public worksites, containing basic project data, deadlines, and responsible parties, to enhance transparency and keep citizens informed.
- Construction supervision must be exercised more actively in order to prevent deviations from the project design and technical standards.
- Greater attention must be paid to the quality of works.
- Supervisory authorities must pay increased attention to safety signage to reduce risks.
- The oversight body should advise contractors to ensure proper protective equipment for workers, so that work is carried out in compliance with safety requirements.

Recommendations for New Investments in the Public Spaces Project in Kovačec



- Ensure suitable access for wheelchair users.
- Provide designated parking spaces for persons with disabilities.
- Benches and equipment in the park should be accessible and usable for persons with disabilities.
- Install inclusive play equipment suitable for children with disabilities.

Recommendations for New Investments in the Sports Fields Project in Doganaj – Soponicë, Duraj



- Consider increasing the height of perimeter fences to prevent balls from exiting the field and to improve safety.
- Ensure access for persons with disabilities to the sports field areas.
- Install double-headed lighting poles to illuminate both the field and the surrounding roads, increasing safety during nighttime use.
- A system for irrigating the green areas within the sports complex is needed.
- Technical acceptance of the works should not be finalized until all damaged curbstones and cobblestones are repaired.



METHODOLOGY

This Report presents data collected through interviews, requests for access to public documents, field visits, and conversations with the community. In July, DEMOS and the Ministry of Local Government Administration -

based on predetermined parameters - selected 16 Projects, in 6 Municipalities of Kosovo - to be included in the Social Audit process. 16 Projects in six Municipalities were included in the Social Audit process.

Project name	Municipality	Value	Project Phase at the start of the Audit
Asphalting of the Llapushnik-Berishë Road - Second Phase	Drenas	497,724.00 €	Implementation
Construction of the water supply capacity in Drenas - Second Phase	Drenas	299,652.50 €	Implementation
Road rehabilitation and sidewalk construction in Arllat-Negroc-Vučak	Drenas	700,000.00 €	Tendering
Installation of solar panels on the roof of the Municipality building	Drenas	17,812.32 €	Tendering
Construction and regulation of public areas in Kaçanik, Bëgracë and Kovaçec	Kaçanik	241,111.11 €	Implementation
Construction and regulation of sports fields in the local communities of Doganaj - Soponica, Duraj	Kaçanik	260,885.45 €	Implementation
Construction of the Brodosane-Zapluzhe and Brrut-Bellobrad sidewalks	Dragash	80,299.82 €	Implementation
Pavement of roads with cobblestone in the Opoja region	Dragash	101,994.69 €	Implementation
"Construction of the Dragash - Shajne Village Bridge sidewalk", "Construction of the protective wall at the city cemetery, Lighting on the Dragash ring road"	Dragash	135,329.28 €	Implementation
Pavement with asphalt and cobblestone of roads in the villages of Gora (Restelica and Radesha)	Dragash	122,219.00 €	Tendering
Construction of the Istog Riverbed and Construction of Roads in Muzhevina, Dreja and Lubova	Istog	The estimated value of the contract is 7,498,356€ (Riverbed) 301,155 € (roads)	Tendering Implementation

Generator and electrical equipment for cleaning floors - for municipal facilities (administration, education and health)	Mamushë	52,333.66 €	Tendering
Gabion wall in the village of Gadime e Ulet (at the cave)	Lipjan	59,925.88 €	Implementation
Construction of the KLA Veterans' House Museum - Krojmir	Lipjan	121,555.55 €	Implementation
Reconstruction of the Dobrotinë-Sillovi road	Lipjan	267,381.95 €	Implementation
Reconstruction of the Ajet Kozhani Poturovc and Ribar i Madh roads	Lipjan	266,715.00 €	Implementation

Who Established the Social Audit Group?

The Social Audit Group is a group of citizens who voluntarily respond to the initiative to “engage in the oversight of projects.”

To ensure broad community inclusion, BIRN and D+, in cooperation with local NGO partners of the project, developed a list of professions and community representatives who would be invited to join the group.

Selection criteria prioritized the inclusion of marginalized groups in society, such as women, youth, the elderly, persons with disabilities,

and non-majority communities. The aim was to create a group with diverse professions and ages to guarantee inclusivity.

Teams of partner NGOs, facilitated by BIRN and D+ staff, reached out to over 200 citizens from six municipalities to invite them to join the groups. As a result, 120 citizens from the targeted municipalities became part of the groups.

A group was established in Kaçanik with over 20 citizens, to oversee project implementation.

How were the data collected?

To compile this report, the established Social Audit Team used several techniques for data collection.

Team conduct online queries in municipal public data, drafted a list of questions about the projects and requested information from the municipality, and submitted requests for access to public documents and analyzed the received documents. It conducted field visits

to document findings, and held meetings with municipal officials in Kaçanik.

The data in the report was collected by 20 members of the Social Audit team and the report was drafted by NGO Handikos in Kaçanik, with the assistance and support of the BIRN team. The report was made public after comments provided by the municipality of Kaçanik were addressed.

Data validation

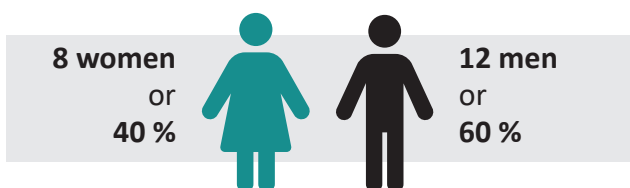
The Social Audit Team in Kaçanik worked on identifying problems in projects implemented in this municipality to write the report. During meetings, the team agreed on the systematic findings related to both projects and specific findings related to individual projects. The team also agreed on the recommendations

included in this report. After structuring the findings, the team met with the Mayor and requested comments from the municipality regarding the report's findings. Before publication, the municipality received the report for comments.

Team Composition

The team consists: 20 members.

The team consists of 20 community members with different professions, youth representatives, women, men and representatives of people with disabilities. This composition ensured an inclusive process and representation of the local community with different professions.



Student; Electrical engineer; Attorney; Deputy Director of the Primary School “Emin Duraku” and representative of the Girls Volleyball Club “KV Kaçaniku”; Journalist; Psychologist/ Handikos Kaçanik; Activist of the Association of Persons with Disabilities – Handikos Kaçanik; NGO “Gjethi”; Parents’ Council Representative; Activist / representative of the NGO “Stina”; Architect / builder; Teacher, Football Club, resident of Doganaj village; Activist / NGO “Gjethi”; Police Officer; LYAC (Local Youth Action Council); Doctor; Resident / Community Committee representative; Representative of pensioners; Village Council Representative; Teacher; Activist



Social Audit Group Activities

August 2025	● Signing the Memorandum of Understanding with the Municipality of Kaçanik ● Publishing promotional materials on social networks;
September 2025	● Training for local NGOs, project partners ● Targeting and identifying profiles that will be part of the Team; ● Preparation of the List with the profiles of the members of the Social Audit Team by NGO Handikos in Kaçanik; ● Selection of Social Audit Team members. ● Submission of requests for access to public documents in the Municipality of Kaçanik ● Training for the Social Audit team ● Creating a 'Viber' group; ● Receiving responses and documents requested by the Municipality of Kaçanik ● Training, discussion and analysis of documents received from the Municipality ● Field visit of the Social Audit team to monitoring projects ● Team meeting with the Contract Manager of the project [Construction and regulation of public spaces in the locations of Kaçanik, Begracë and Kovaçec] Rufat Muqa, and the Supervisor of the project "Construction and regulation of sports fields in the local communities of Doganaj - Soponicë, Duraj", Skender Sopa
October 2025	● Meeting with team members to finalize recommendations ● Sending recommendations to the Municipality of Kaçanik ● Field visit of the Social Audit team ● Meeting with the Director of Urbanism Qamil Stagova, Contract Managers, Rufat Muqa and Valmir Krasniqi ● Team meeting to agree on the final findings and recommendations in drafting the report ● Establishing the structure and defining the Report Drafting Points ● Allocation of the task of report drafting to the head of the Social Audit team, Elmihane Malsi from the NGO Handikos in Kaçanik ● Drafting the report with the findings and recommendations;



SOCIAL AUDIT TEAM IN KAÇANIK

No.	Name	Profession/Function
1	Aulona Bela	Electrical Engineering Student
2	Shpejtim Vishi	Attorney
3	Lulzim Krasniqi	Deputy Director of the Primary School “Emin Duraku” and representative of the “KV Kaçaniku” Girls Volleyball Club
4	Diana Luzha	Journalist
5	Labinot Guri	Psychologist/Handikos Kaçanik
6	Bashkim Baftiri	Activist of the Association of Persons with Disabilities - Handikos Kaçanik
7	Sami Stagova	NGO “Gjethi”
8	Albana Troni Lika	Parents’ Council Representative
9	Zarie Malsiu	Activist / NGO Stina
10	Izahir Krasniqi	Architect / builder
11	Nehat Selmanaj	Teacher, Football Club, resident of Doganaj village
12	Remzi Reka	Activist, NGO Gjethi
13	Arjeta Bajrami	Police Officer
14	Ditjona Qaka	LYAC
15	Vjosa Shehu	Doctor
16	Arben Thaqi	Resident / Community Committee representative
17	Hasan Dalloshi	Representative of pensioners
18	Azem Koraqi	Village Council Representative
19	Selim Reka	Teachers
20	Shefije Baftiri	Activist

LETTER FROM THE MAYOR OF KAÇANIK



Dear citizens of the Municipality of Kaçanik,

Dear associates and respected friends of the “Social Audit” project. Together we share the pleasure and responsibility of the Municipality of Kaçanik, in making this project, carried out by BIRN and DEMOS, in partnership with the local organization Handikos Kaçanik, possible. Among other things, the Social Audit project plays an important role in promoting transparency and accountability—values that have characterized our municipality for many years.

Therefore, the doors of municipal institutions will always remain open for such initiatives—especially those aimed at improving the quality of municipal projects that serve the community’s best interest. This Social Audit initiative highlights the importance of broad community engagement for the common good. Because only when citizens are actively involved can we achieve shared benefits, by creating spaces for dialog, cooperation, and above all, co-governance between citizens and the municipality. In this way, we are expanding the space for collaboration between citizens and municipal institutions, fostering a new and modern spirit of cooperation.

Transparency and accountability have long been core objectives guiding our institutional work, and this project has further contributed to the advancement of these objectives, as well as to strengthening co-governance with our citizens. Projects of this nature will always be welcome, and we will remain fully committed to continued collaboration.

Finally, I would like to express my gratitude to BIRN, DEMOS, and HANDIKOS KAÇANIK, as well as to all citizens involved in this process, for their tireless work and engagement.

I reaffirm our ongoing commitment to continue the good work of the municipality, to improve the quality of infrastructure projects, and to ensure that Kaçanik remains a champion in transparency, accountability, and responsiveness to every citizen.

LETTER FROM THE SOCIAL AUDIT TEAM IN THE MUNICIPALITY OF KAÇANIK

The Social Audit process in the Municipality of Kaçanik was a new experience for us—one that allowed us to better understand the importance of citizen involvement in monitoring public projects. At first, this initiative was unfamiliar to most of us, but after the training organized by BIRN Kosovo and with the support of Handikos Kaçanik, it became clear that Social Audit is a powerful tool for strengthening transparency, accountability, and community participation in decision-making.

Throughout this process, we monitored two major municipal projects:

- *Construction and regulation of the sports fields in Doganaj– Soponice, and*
- *Construction and regulation of public areas in Kaçanik, Begracë and Kovaçec.*

Through field visits, meetings with municipal officials, project managers, and residents of the respective areas, we identified several findings related to safety, universal access, and the functionality of public spaces. As a result of this engagement, concrete recommendations were sent for improvement, including ensuring access for persons with disabilities, installing protective signage, improving infrastructure for children, and guaranteeing safety conditions at worksites.

In the case of the project in Kovaçec, the group proposed revising the project concept to make the space more functional and safer for the community, requesting that one of the planned parking levels be transformed into a children's playground, while the third level be used as a recreational area for residents. These changes aim to create an inclusive and safe environment for all citizens.

Our experience with Social Audit has shown that when citizens get involved and their voices are heard, public projects become more sustainable, more transparent, and more beneficial for the community. As a group, we are proud that through this process we have contributed to improving project quality and strengthening cooperation between the municipality, partner organizations, and the citizens.

We firmly believe that Social Audit should continue as a good practice in all municipalities in Kosovo, as it brings institutions closer to citizens and turns public accountability into an open, fair, and inclusive process.

